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THIS WEEK'S FORUM: PAGES 20, 21, & 31

EDUCATION WEEK

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Reagan Proposes $5.5-Billion Cut in Education Budget

Plan Seeking Major Shift To Loans, From Grants, For Student College Aid

By Robert Rothman

WASHINGTON—President Reagan's proposed budget would substantially alter federal policy on student financial aid by forcing students to bear a larger share of the costs of higher education, Education Department officials said last week.

The budget request for fiscal 1988, which came under immediate attack by representatives of college groups, would sharply cut funding for grants and loan subsidies, while broadening students' access to loans at market rates.

In addition, as its major student-aid initiative, the Administration is proposing to greatly expand a new unsubsidized loan program under which repayments are based on the recipients' income after graduation.

The proposals would shift more of the responsibility for tuition bills from the taxpayers to the students themselves, the officials said. That shift is appropriate, they argued, because students who graduate from college can expect significant additional earnings over their lifetimes.

Moreover, they contended, if parents and students paid more toward college costs, they would have a stronger incentive to pressure colleges to keep those costs down.

"When a person is paying the whole bill, and knows he is paying the whole bill, he will expect a good deal, and ask questions about whether another increase is necessary," said Secretary of Education William J. Bennett.

But the proposals come at a time when

Continued on Page 24

William J. Bennett

"Make no mistake: This is a tough, lean budget."

William D. Gray

"This is not a realistic starting point."

Lawton Chiles

"... this budget does not have a future ..."

Claiborne Pell

"It is a budget that deserves to be ignored."

Education Department Budget Highlights:

FY 1987 Funding.....19.5 billion
FY 1988 Funding.....$14.0 billion

Frozen at FY 1987 levels:

Block Grants (Ch. 2)	$500 million
Bilingual Education	$143 million
Magnet Schools	$75 million

Proposed Cuts:*

Vocational Education	$882 million
Child Nutrition	$826 million
Handicapped Grants	$298 million
Impact Aid	$170 million
Drug Free Schools	$100 million
College-Student Aid	$3.7 billion

Proposed Increases:

Youth Employment	$800 million
Chapter 1	$200 million
Adult Education	$24 million
Head Start	$20 million
Education Research	$6.6 million

* The figure is the amount of the cut below FY 1987 appropriations.

$ For related stories and Databank, see pages 24-28.

$14-Billion Spending Plan Would Eliminate Funding For Vocational Education

By William Montague

WASHINGTON—The Reagan Administration has renewed its call for deep cuts in federal education spending, proposing a fiscal 1988 budget that would eliminate all vocational-education funds, slash $3.7 billion in financial aid to college students, and cut the federal school-lunch program by nearly 18 percent.

The $14-billion request for education would spare most elementary and secondary programs from major reductions, however. And the Administration is, in fact, seeking additional money for some services, including remedial education provided under Chapter 1 and efforts to reduce adult illiteracy.

About $800 million would be added to youth programs run by the U.S. Labor Department if the Congress approves the Administration's plan. The money would be used to inaugurate a new program of employment, education, and training services for children from families on welfare.

Still, representatives of education groups say, the budget request promises little but pain; at best, they would only hold their own.

As in past years, Education Department officials endorsed many of the cuts on policy grounds, arguing that the bulk of the targeted programs are too expensive or ineffective, or that they allow recipients, such as college students, to reap the benefits without shouldering their fair share of the costs.

But this year, the same officials freely admitted that many of the cuts were driven by

Continued on Page 26

Coleman, in New Book, Reasserts Claim That Catholic Education Is Superior

By Lynn Olson

CHICAGO—James S. Coleman, the prominent analyst of schools who over the past 20 years has galvanized education debate and policymaking around his provocative research, is about to lob a new batch of findings into what he calls the "ongoing fray."

Coleman discusses his work, page 14.

In a book due out next month, Mr. Coleman and his colleague, Thomas Hoffer, argue that Catholic high schools in general do a better job of educating students and have lower dropout rates than do public schools or most non-Catholic private schools.

The two men made similar, highly controversial claims in their 1982 publication, *High School Achievement: Public, Catholic, and Private Schools Compared*, written with Sally Kilgore, now director of research for the office of educational research and improvement in the U.S. Education Department.

But they did not argue as strongly then as they do now for the benefits of Catholic versus non-Catholic private schools.

According to the researchers, for exam-

Continued on Page 16

New York Lawsuit Highlights Growing Tension Between Principals, Teachers Over Their Roles

By L[illegible]dman

In a clash that highlights the emerging national debate between teachers and administrators over their roles, administrators in Rochester, N.Y., have filed suit to dismantle a local "mentor teacher" program that they claim violates state regulations and "encroaches" on their jobs as supervisors.

A New York State judge is scheduled to hear the case this week.

The Association of Supervisors and Administrators of Rochester filed the suit early last month against the city school district and the local teachers' union. It contends that the district's 22 mentor teachers are, "without question," performing only supervisory and administrative tasks without the proper credentials to do so and in violation of state regulations governing mentor programs.

"Therefore," the suit argues, "the district ... should be prohibited from continuing this program."

Similar problems have arisen in New York City, where the president of a local school administrators' union last month blasted a suggestion by the president of the

Continued on Page 22

School Boards' Role Is Target of Criticism In New York, Boston

By William Snider

Reviving an old debate on the roles and responsibilities of school boards, political leaders in New York and Boston have charged that their boards are more concerned with providing patronage jobs than with leading efforts to improve student performance.

In Boston, the city council has ordered public hearings to evaluate the workings and makeup of the Boston School Committee, which three years ago was expanded from 5 to 13 members.

"The system is failing miserably, by any and all objective standards and criteria," said Michael J. McCormack, the city councilor who filed the motion for the hearings. "I think the change has to be more than cosmetic—it has to be draconian, and you begin by changing the governing board."

In New York City, Robert F. Wagner Jr.,

Continued on Page 28

Also in the news

7 No Teacher Shortage on Horizon, New Federal Report Concludes
Joining a growing debate over the likelihood of a national teacher shortage, the U.S. Labor Bureau projects that supply will meet demand and quality will not suffer.

9 Japan, U.S. Look At 'What Works' In Each Other's Schools
U.S. researchers found Japan's a "formidable education system," while the Japanese noted the struggle between "egalitarianism and excellence" in American schools.

12 More College Freshmen Eye Career in Teaching
An improved job market seems to have triggered a "significant" rise in the number of college-bound freshmen who say they want to teach, according to a new survey.

IN SUMMARY

A 'Growing Gap'
Most states have failed to fill the "growing gap" in child-care assistance resulting from federal budget cuts, according to a new report by the Children's Defense Fund. **Story on Page 10.**

A Dropout 'Emergency'
Hard-hitting reports by two independent panels have examined New York State's minority-dropout "emergency" and the "shortchanging" of students in dropout-prone Chicago high schools. **Story on Page 12.**

Investing in the Future
In the first statewide program of its kind, Michigan parents will be able to plan for their children's college education by investing in a state "tuition futures" trust fund. **Story on Page 13.**

'Grassroots' Activism
For conservative-Christian activists seeking to influence policy on education and family issues, 1986 was "the year of the grassroots," according to analyses of the November elections. **Story on Page 19.**

Rebutting the G.A.O.
A General Accounting Office report that disputed the Education Department on bilingual education was not a "serious or conscientious analysis," the department's rebuttal charges. **Story on Page 23.**

The Department and Chapter 1
Greater state and local accountability and better targeting of services are among the goals of the Education Department's plan for Chapter 1 reauthorization, officials said last week. **Story on Page 28.**

Commentary	**29 & 40**	**Letters**	**30**
Events	**32**	**Marketplace**	**33**
Federal File	**23**	**Media**	**9**

FORUM
"A National Report on the Second International Mathematics Study" International Association for the Evaluation of Educational Achievement.
Statement on Pages 20 & 21
"Let's Pull Them All Together." National Association of Pupil Personnel Administrators.
Statement on Page 31

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THE WEEK

FEDERAL

E.D. Funding Is Urged For Military Schools

A new category of school district should be created to manage the 61 on-base schools now operated by the Defense Department at 17 military installations around the country, the General Accounting Office has suggested.

In a recent report to the Congress, the G.A.O. also recommended that funding for the new districts be transferred to the Education Department. The department would pay for the schools through its impact-aid program, which helps local education agencies pay for educating children who live on federal property, or whose parents work there.

Responsibility for the on-base schools, which serve both elementary and secondary students, was transferred from the Education Department to the Defense Department in 1981.

The Congress, the report states, "may want to consider" increasing impact aid to offset the program's added costs. The Reagan Administration has proposed a 24 percent cut in impact aid in its budget request for fiscal 1988.

Creating a new category of district would enable the military schools to receive the highest amount of impact aid, according to the G.A.O.

As an alternative, the report suggested, the Congress could turn the schools over to local education authorities, who would run them under contract to the Defense Department.

While the Education Department has indicated that it prefers the local-control option, the G.A.O. report warns that such a setup would be more disruptive for students and their parents.

Judge Dismisses Suit On Chapter 1 Guidelines

In a move likely to prolong the battle over the implications of the Supreme Court's decision in *Aguilar* v. *Felton*, a federal judge in Kansas City, Mo., has dismissed one of the major legal challenges to the Education Department's guidelines for providing Chapter 1 services to religious-school students.

U.S. District Judge Joseph E. Stevens Jr. last month threw out the Missouri case on the grounds that the plaintiffs lacked standing to sue, because they had failed to prove residence in areas eligible for federally funded compensatory education. Americans United for Separation of Church and State, an advocacy group, had filed the lawsuit, *Pulido* v. *Bennett*.

The suit objected to the department's advice to school districts that Chapter 1 classes could be held in mobile classrooms, parked on or near religious-school grounds, to meet the requirements of the *Felton* decision. That 1985 ruling declared unconstitutional the practice of sending public-school teachers into religious schools to provide compensatory instruction.

The suit also sought to block the use of the general Chapter 1 allocation to provide transportation for religious-school students, lease neutral sites for instruction, or make other special arrangements to comply with the Supreme Court's decision.

Americans United plans to appeal Judge Stevens's ruling, said Steve Ross, a spokesman for the group.

Comments Are Sought On ERIC Redesign Plan

The Education Department is seeking public comments on its latest ideas for redesigning the Educational Resources Information Centers system, the nation's most widely used educational data bank.

Called "ERIC in its Third Decade," the proposal calls for the ERIC system and the department's office of educational research and improvement to establish a closer working relationship.

Such an arrangement would further the research office's goals of improving the nation's educational data base, disseminating educational data in a timely fashion, and "broadening O.E.R.I.'s understanding of educational outcomes," according to James Bencivenga, an O.E.R.I. spokesman.

He said the report also proposed to make the ERIC system more accessible to the general public; to reduce the system's archival functions in favor of its dissemination role; to retain the existing scope of subject areas included in the network and to add new ones; and to enlist "new partners" in the ERIC network, including clearinghouses that might be privately operated.

Based on the public's response, a one-day conference scheduled for later this month, advice from outside experts, and the availability of funds, the department will decide what shape the ERIC system should take, Mr. Bencivenga added.

The latest proposals are among several that have been advanced in recent months as ways to revitalize the ERIC network, which currently includes 16 federally funded clearinghouses.

Comments should be sent to Elizabeth Payer, Information Services/ O.E.R.I., Room 300, 555 New Jersey Avenue, N.W., Washington, D.C. 20208.

Bennett Asks Students For Constitution Essays

Secretary of Education William J. Bennett has invited elementary-school students to enter an essay contest being co-sponsored by the department as a means of celebrating the bicentennial of the U.S. Constitution.

Students in grades 1-8 are eligible to write up to 250 words on the topic, "What the Constitution Means to Me and Our Country."

"Our goal is to create an opportunity for children in the elementary grades to reflect on its meaning so that they not only understand the Constitution, but also live and love the principles it represents," Secretary Bennett said in announcing the contest last month. In addition, he said, the competition would encourage students to practice and refine their writing skills.

Public schools are to submit their pupils' entries to their state departments of education, which will select essays to send to Washington. The number of essays each state may choose can be up to twice the number of its Congressional delegation. Private-school entries will be selected by the Council for American Private Education.

A panel of judges appointed by the Education Department will select 150 winning essays, and the students who wrote them will be invited to participate in a June ceremony in the nation's capital. Their essays will be published in a pamphlet called "An American Sampler," which will be placed in the Library of Congress, and the winners will be listed in a September edition of *Weekly Reader*, which is co-sponsoring the contest.

The department is expected to send application forms to all elementary schools this month.

More information can be obtained by writing to Linda Rusthoven, Room 3703, Education Department, 400 Maryland Ave., S.W., Washington, D.C. 20202, or by calling (202) 732-4610.

NATIONAL

College Enrollment Up, Federal Survey Finds

Despite widespread predictions that the decline in the college-age population would lead to a decline in college enrollment, the number of students in college actually rose by about 1 percent this past fall, according to a survey by the U.S. Education Department's center for statistics.

A total of nearly 12.4 million students were enrolled in colleges and universities this past fall, 151,000 more than the year before, the survey found. During the same period, the number of 18- to 24-year-olds declined by 2 percent.

Enrollment in four-year institutions remained steady from 1985 to 1986, the survey found, while enrollment in two-year institutions increased by 2 percent, from 4.5 million to 4.6 million.

Some institutions responding to the department's survey attributed the enrollment increase to improvements in academic programs, especially for women, and to intensive marketing and recruiting efforts, particularly for so-called non-traditional students.

Such efforts have resulted in in-

creases in the number of female, part-time, and older students, the survey found.

Detailed data from the survey, which was based on a sample of 608 institutions, will be available on computer tape in August.

More Firms Offering Child-Care Benefits

The number of U.S. companies that assist their employees with child care has shown "a dramatic increase" since 1978, according to a recent estimate by the Council on Economic Priorities.

A report by the council, a nonprofit corporation that studies business issues, says that about 2,500 companies provided child-care benefits in 1985, up from 110 in 1978.

But, it cautions, the rise was not considerable "in absolute terms." It estimates that only some 17 percent of the 44,000 businesses with 100 employees or more offered such benefits.

The council's estimate was based primarily on existing data provided by the Conference Board, a business-research group.

According to Dana Friedman, who compiled the figures for the council, some 500 additional companies have begun offering such benefits over the past year.

The most widely used type of child-care assistance is the "flexible spending account," according to the report's figures.

Under such plans—which were offered by some 800 companies as of 1985—the employer allocates a portion of the employee's pre-tax salary to a child-care account. The employee then selects a day-care service, and the company pays the cost from the account.

The report was published in the November issue of the council's newsletter.

Gifted-Children Center To Provide Information

With the help of a $200,000 grant from the Lynde and Harry Bradley Foundation, the Johns Hopkins University's center for the advancement of academically talented youth will create the first national clearinghouse for information on gifted and talented children, center officials announced last week.

The center will produce and distribute materials providing guidance for parents, teachers, students, and policymakers about educating highly able youth, according to Carol J. Mills, the project's coordinator.

Through a toll-free number, which is expected to be in operation next January, the center will be able to respond to inquiries from throughout the country, Ms. Mills said. In addition, she said, center officials will refer callers to local sources of information.

"We will help them locate services in their area or help them set up programs in their area," Ms. Mills said.

The center, which was established in 1979 to provide teaching and counseling services, has identified more than 36,000 academically talented children, she added.

Growing Up American

PHOTO COURTESY OF THE LIBRARY OF CONGRESS

Glimpses of childhood from 1900 to 1950, including the photograph of the skating sisters above, are featured in a exhibition at the Library of Congress that runs through May 31.

STATES

California County Sues Over Tax-Rate Freeze

The state of California has failed to resolve financial inequalities stemming from Proposition 13, which capped local property taxes in the state, San Diego County has charged in a suit.

The suit, which was filed against the state last month, contests the legislature's decision to freeze counties' formulas for allocating local property-tax revenues after the initiative was passed in 1978.

As a result of that freeze, San Diego and other fast-growing areas have found it difficult to pay for county health, welfare, and law-enforcement services, officials maintain.

"The bulk of the services we provide are mandated by the state," said David Janssen, a county spokesman. "But we only have a limited amount of discretionary funds."

In a suit filed earlier last year, the county also challenged the state's education-finance reforms, which greatly increased funding for local school districts in the early 1980's.

County officials charge that the reforms have forced San Diego taxpayers to subsidize schools in other parts of the state at a time when the county is unable to finance other public services adequately.

Because state education aid flows primarily to districts with low tax rates, Mr. Janssen said, communities in those districts can devote more revenue to other services.

The point of the suit, he said, is not to deny education aid to poor districts, but to increase state funding for non-education programs.

"The argument is that citizens have a right to equal access for health, welfare, and justice as much as they do to education," Mr. Janssen said. "There is no tradeoff involved."

Correction

A chart of current and potential members of the Holmes Group in the Nov. 26 issue of *Education Week* contained incorrect figures for the State University of New York at Buffalo. In 1985-86, the institution awarded no bachelor's degrees in education, 137 master's degrees, and 75 doctorates. Sixteen liberal-arts undergraduates received teacher certification. SUNY-Buffalo is not accredited by the National Council for Accreditation of Teacher Education, as stated.

The University of Illinois at Urbana-Champaign, listed as not accredited by NCATE, has been accredited since 1954. Last year, the NCATE council extended accreditation to the university's teacher-education programs through 1990-91.

N.J. Boards Seek Law On Ties to South Africa

The New Jersey School Boards Association has approved a resolution that, if adopted by the legislature, would allow school districts to disqualify contract bids from companies doing business in, or with, the Republic of South Africa.

The resolution, approved by delegates to the association's semiannual meeting last month, directs the association to draft, and to find a legislative sponsor for, an amendment to the state's law on public-school contracts that would give local boards the option of refusing bids from companies linked to South Africa.

The law currently forbids such non-economic considerations in the bidding process for school contracts, said Frank Belluscio, a spokesman for the school boards' association.

"It is unusual for our organization to take a stance on an international issue like this," Mr. Belluscio said, but "the delegates thought it appropriate to give school boards the opportunity to speak out" on South Africa's system of apartheid.

State Seeks Dismissal Of Bond-Law Challenge

The Mississippi attorney general's office has filed a motion to dismiss a class action that challenges a state law requiring 60 percent of a school district's voters to approve a bond issue for it to pass.

Richard Jones, a special assistant attorney general, said the motion argues that the suit, filed last month in a federal district court, should be dismissed because the state's Tax Injunction Act stipulates that the federal courts have no jurisdiction in state tax matters.

The plaintiffs—including Louis Armstrong, a city councilman from Jackson—charge that the effect of the requirement is racially discriminatory. They note that the Jackson district's white-majority voters have defeated every school-bond issue proposed since 1963. Enrollment in the district is 80 percent black.

Mr. Armstrong said the 60 percent requirement is "arbitrary." Any school-bond issue, unless overwhelmingly supported by the district's white voters, will fail, he said.

"My children have been adversely affected because they have to go to school in buildings that are substandard," he said.

Robert N. Fortinberry, the district's superintendent, said two bond issues for some $75 million were defeated in 1983 when they received 55 percent of the vote. He said that another bond issue was considered last year, but that when polls showed only 55 percent of the voters approved it, the board decided another try "wasn't worth it."

No hearing date on the motion has been scheduled.

New Hampshire Schools Share Lottery Windfall

New Hampshire school districts will receive a $3.7-million windfall this year, thanks to players of the state's three lottery games.

The state had estimated that revenues from its daily and instant games and from the Tri-State Lotto game operated jointly with Maine and Vermont would total $7 million in 1986, said James Wimsatt, the state's games manager. The final total, however, was $10.7 million.

"It's quite unusual to have this much of an excess," Mr. Wimsatt said. "Sales for every game we operate were up dramatically."

The New Hampshire lottery, which began in 1964, is the oldest state lottery in the nation. Under state law, all net profits from the various games must be used to aid education. Maine's and Vermont's shares of the profits from the Tri-State game are earmarked for their general-fund budgets.

New Hampshire's proceeds will be disbursed to school districts through the state's foundation-aid formula, according to Susan Ryan, a spokesman for the education department.

DISTRICTS

Massachusetts District's Voting System Rejected

Regional school districts in Massachusetts may have to change the way their governing boards are elected in the wake of a federal appellate-court ruling.

The U.S. Court of Appeals for the First Circuit held that the system used to elect school-board members for one of the state's regional vocational-technical school districts violated the "one man, one vote" principle of the 14th Amendment.

Robin Eisenberg, a lawyer in the elections division of the secretary of the commonwealth's office, said other regional districts would have to re-examine their own voting procedures to determine whether they complied with the appeals panel's Nov. 26 decision in *Kelleher* v. *Southeastern Regional Vocational-Technical School District*.

Under the district's voting procedure, residents of the town of Brockton elected 2 of the board's 10 members. Residents of the eight smaller towns each elected one member.

A Brockton resident challenged the procedure in federal court on the grounds that it denied his town's residents fair representation. A federal district judge upheld the voting method, but the appeals court reversed his ruling and ordered the district to devise a new system, Ms. Eisenberg said. She said the school district was not expected to appeal the ruling.

South Carolina District 'Seriously Impaired'

The South Carolina Board of Education has classified the Charleston County school district as "seriously impaired," thus opening the door to state intervention in the district's management.

The district, which is the state's second largest, failed to meet four of the eight minimum standards required to avoid the designation, according to the state's quality-assessment supervisor, Michael Turner.

The classification, announced last month, means that the state can appoint a review committee to recommend ways to improve the district's performance and require local school officials to adopt those measures.

Charleston County was cited for, among other deficiencies, a dropout rate of 3.6 percent for the 7th and 8th grades during the 1985-86 school year, and for the proportion of teachers with substandard qualifications in four of its schools, Mr. Turner said. He noted that the Charleston case was the first time the state board had imposed the unfavorable classification on the basis of those factors.

In the two previous years of the classification program, he said, a total of eight districts were labeled as "seriously impaired" because of deficient student performance on standardized tests, which was not a factor in the Charleston decision.

The district's superintendent of schools, Robert E. Burke, said last week that the classification was unfair and that he planned to appeal it.

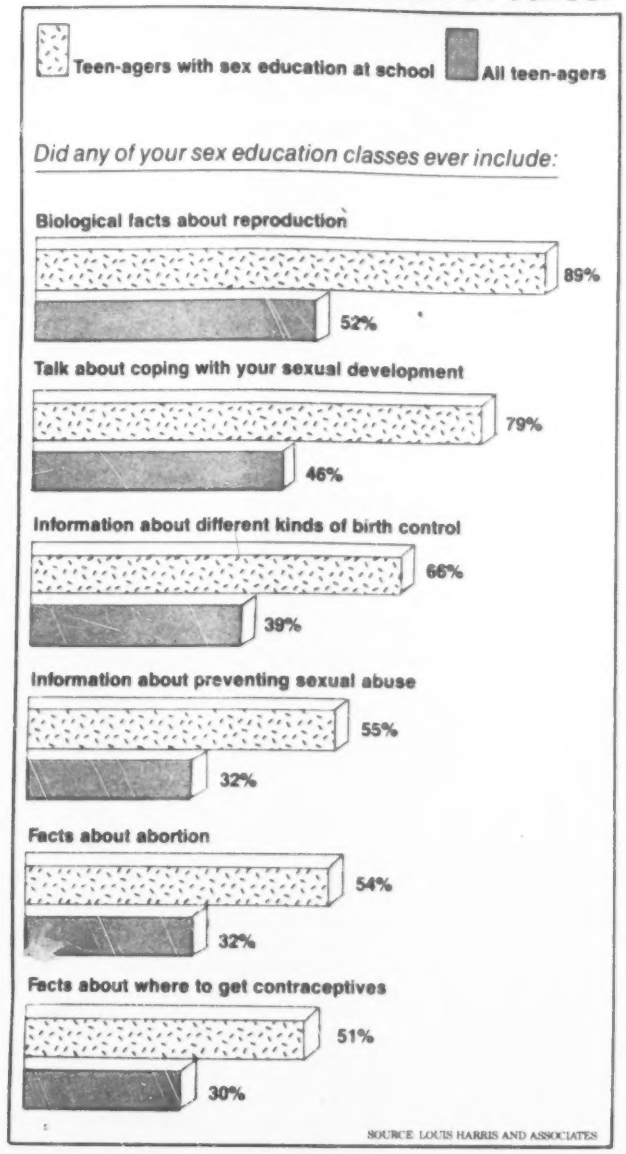
The district was the only one in the state classified as "seriously impaired" this year.

Former Board President Faces Federal Sentence

Dan C. Alexander Jr., director of the education lobby Save Our Schools and a nationally known foe of teachers' unions, faces sentencing this week for his role in a kickback scheme while serving as president of the Mobile County, Ala., school

Continued on Following Page

Contents of Sex Education at School



The above findings—reflecting responses from 1,000 students age 12 to 17, including 582 who had had sex education in school—were taken from a recent poll on teen-agers' views of sex and birth control conducted by Louis Harris and Associates for the Planned Parenthood Federation of America.

RESEARCH AND REPORTS

High Grades, Activities Are Linked in U.S. Study

High-school students who participate in extracurricular activities tend to have high grades, a U.S. Education Department study has found.

"The more activities students were involved in, the higher they ranked" in terms of grades and test scores, according to the study, which was conducted by the department's Center for Statistics and released last month.

The report, "Extracurricular Activity Participants Outperform Other Students," was based on data from the federal longitudinal study, *High School and Beyond*. The data base includes information gathered from a survey of 30,000 high-school sophomores and 28,000 seniors conducted in 1980, and additional information about the sophomores, which was collected in 1982.

The study offers reassurance to school districts that have recently moved to require minimum grade-point averages for students involved in sports and other extracurricular activities. Requiring a C average, or 2.0 on a 4-point scale, would not be a threat to most students, including athletes, the study concludes.

Black and Hispanic males have been hit hardest by such rules, the survey found. But two-thirds of the black and Hispanic male varsity athletes surveyed met the requirement. Overall, the report notes, nearly seven out of eight varsity athletes surveyed met or exceeded the C-average requirement.

More than a third of the seniors with a grade-point average of 3.5 or above belonged to their school's student council or a political club, the survey found. By comparison, 8 percent of the students with grades lower than 3.5 belonged to such groups.

Only 10 percent of the students who participated in four or more activities had averages below 2.0, compared with 30 percent of all students.

"Participation in extracurricular activities does not guarantee improved performance as a student," the report says. "What is clear, however, is that extracurricular activities are attracting many bright, high-performing students."

Copies of the study are available from the Center for Education Statistics, Room 400, 555 New Jersey Avenue, N.W., Washington, D.C. 20208.

PEOPLE

Harold Blackburn, Kansas commissioner of education, has announced that he will resign on June 30 to pursue other interests.

Mr. Blackburn submitted his resignation last month at a meeting of the state board of education. The board's chairman, Robert Clemons, said a search committee would be named this month to find a successor.

Mr. Blackburn, who has held the post since 1983, said he was resigning because he "needs a change." He is considering several job options in education, he said.

□

Gary L. Jones, a former U.S. undersecretary of education, is now executive director of the Ronald Reagan Presidential Foundation, a group that hopes to open a Reagan library and museum on the campus of Stanford University by January 1989.

The foundation is "ahead of schedule" in reaching its $80-million fund-raising goal, Mr. Jones recently told *The New York Times*. But the project may be delayed by resistance from some residents of Palo Alto, Calif., who have said they do not want a new tourist attraction in their neighborhood.

□

Wilmer S. Cody, superintendent of schools in Montgomery County, Md., has announced that he will not seek a renewal of his contract when it expires in July.

Mr. Cody has headed the suburban-Washington school system—one of the nation's largest, with 95,000 students—since 1983, and has overseen efforts to resolve issues that had deeply divided the district, such as desegregation and school closings.

In announcing his decision to leave, Mr. Cody said last month that he found the position to be "a very time-consuming job that leaves little opportunity for much else."

"I personally need a change at the end of this school year," he said.

But the change will apparently not involve a move to Mobile, in Mr. Cody's home state of Alabama, where he had been considered to be the leading candidate for the superintendent's post. Saying that he did not want to tackle the kinds of financial and other problems that the district faces, he withdrew from the competition there a few hours before the Mobile school board was scheduled to make its choice.

The Montgomery County board of education has launched a nationwide search to find his successor.

□

In another top-level departure in a major district, **Joseph Tegreene**, president of the Cleveland board of education, has announced that he will step down in order to devote more time to his law practice.

But Mr. Tegreene said he would not officially submit his resignation until he is satisfied with the board's choice for his successor. "I have too much invested in this school system, this community, to see my replacement be someone who's a hack selected as a result of political bartering in the community," he said.

Three years remain in Mr. Tegreene's second four-year term. The board will fill the vacancy with an appointee until the November election. Twenty-six candidates filed applications for the vacancy by the Dec. 31 deadline, a board spokesman said.

□

When the Congress appropriated funds to the National Endowment for the Humanities last year, it directed the agency to conduct a study of elementary and secondary schools. So the endowment's chairman, **Lynne V. Cheney**, decided to go and see for herself what an elementary school is like today.

A former college professor, Ms. Cheney arranged a visit to an inner-city school in Philadelphia, and she prepared herself "extensively" for a 50-minute lecture on constitutional history to a class of 23 4th-graders.

"It was about 35 minutes longer than one would expect" for a lecture at that grade level, noted Judith Hodgson, executive director of the Philadelphia Alliance for the Teaching of Humanities, who organized the visit to the Taggart School. "But she kept their attention."

Ms. Cheney said she was surprised by how much the students knew.

"I told them that Ben Franklin had to be carried in a chair because his kidney stones made it too painful to walk," she said. "They knew that."

"What they did not know is what it was like to be sick in the 18th century," she added. "That you had to be bled by leeches. That, they thought, was an interesting detail."

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Reagan Plan Seeks Major Shift To Loans for College Aid in '88

Continued from Page 1

other federal officials are questioning the wisdom of students' increasingly heavy reliance on borrowing to pay for college. Early this month, the Congressional Joint Economic Committee released a report showing that the total amount of student debt in loans from government sources has tripled, to $9.8 billion, in the past decade.

The report—entitled "Student Loans: Are They Overburdening a Generation?"—found that more students are taking out educational loans and that they are borrowing larger amounts.

"We do not know," said Representative David R. Obey of Wisconsin, chairman of the committee in the last Congress, and Senator Paul S. Sarbanes of Maryland, the panel's incoming chairman, "whether we are overburdening a generation, whether these loans can be repaid, whether undergraduate debt burdens are discouraging young people from attending graduate schools, or whether young people are being pressured away from important, but lower-paying, careers because of the salary demands which such debt may impose."

'Almost Zero Chance'

The President's budget would pare student aid by $3.7 billion, or 45 percent, the largest cut imposed on any education program, Secretary Bennett said. Forced to reduce spending to meet budget targets, the department chose to place higher priorities on programs for younger children, he said.

But higher-education officials, in what has become an annual ritual, gathered outside the department's offices here to criticize the budget after the Secretary presented it to reporters. The cuts, they insisted, would seriously impair the ability of lower-income families to attend college.

Given the emergence of economic competitiveness as a key issue, any changes that would restrict access to higher education will be unpopular on Capitol Hill, argued Charles B. Saunders Jr., vice president for government relations for the American Council on Education. Noting that the Congress has rejected similar student-aid cuts in the past, he predicted that this year's proposals have an "almost zero chance" of becoming law.

Senator Claiborne Pell, Democrat of Rhode Island, agreed. "I predict that it will receive almost no detailed consideration by the Congress, and that is precisely as it should be," said Senator Pell, chairman of the Senate education subcommittee. "It is a budget that deserves to be ignored."

But Secretary Bennett said the proposals deserved a hearing. Noting that college enrollments have risen in the past few years despite increased borrowing, he predicted that the budget would have little effect on the ability of students to attend college.

"Under our student-aid proposals, access to higher education will be fully preserved," he said. "If a student was eligible for aid before, he will still be eligible, and for the same amount. The form of aid may change, but the aid will still be there."

Grants Sharply Reduced

The Administration's proposals would sharply reduce the amount of grant aid available to students. The budget would cut the Pell Grant program, which is available to students from lower-income families, from $3.8 billion to $2.7 billion—reducing by 1 million the number of recipients.

The budget would also eliminate the $396-million supplemental grant program and the $592-million college work-study program, which helps pay the salaries of students employed in campus jobs.

At the same time, the Administration is seeking reductions in federal subsidies for student loans. Spending for the Guaranteed Student Loan program—which subsidizes and guarantees low-interest loans for about 3.7 million students annually—would be cut from $3 billion to $1.2 billion, in part by eliminating the interest subsidy students receive while in school.

However, "several hundred million dollars" of the reduction in G.S.L. spending is related to lower costs per loan from reduced interest rates, said Bruce M. Carnes, the Education Department's deputy undersecretary for planning, budget, and evaluation.

The budget would also limit the amount a student could borrow in guaranteed loans to $25,000, rather than $54,750, and would eliminate the federal contribution to the Carl D. Perkins loan program, which makes direct low-interest loans to students.

Both changes are aimed at shifting students to unsubsidized loan programs, such as the Parent Loans for Undergraduate Students (PLUS) and the Supplemental Loans for Students. Loan limits for those programs would be eliminated.

Income-Contingent Loans

The Administration's initiative on so-called income-contingent loans follows up a proposal President Reagan made last year. The Congress agreed to authorize $5-million annually for five years to test the idea at 10 institutions.

For next year, the budget proposes boosting the program's funding to $600 million, which would provide nearly 500,000 new loans. Students could borrow up to $50,000.

"I believe income-contingent loans represent the greatest single advance in student aid in over a decade," Mr. Bennett asserted.

The program would form a link between the costs and benefits of higher education, Mr. Carnes added. "A college degree means $650,000 to a student over a lifetime," he said. "He should pay the interest, not the cab driver."

But a number of higher-education representatives disagreed.

"It's merely a scheme to force students to go into debt for the rest of their lives," charged Allan W. Ostar, president of the American Association of State Colleges and Universities. He called the plan "SLIP"—the "Student's Lifetime Indemnity Plan."

Richard F. Rosser, president of the National Association of Independent Colleges and Universities, added: "The recent Congressional study on the student debt burden showed that debt levels may already be intolerable for many students. Now, the President is asking American families to increase even more their levels of debt."

The plan, if enacted, would be unlikely to put pressure on colleges to scale down increases in costs, the association officials maintained. Colleges have raised tuition to pay for higher faculty salaries and for maintenance that was deferred during the 1970's, when tuition increases were smaller, according to Mr. Rosser.

DATABANK

President's Proposed 1988 Education Budget

Note: All amounts given represent new budget authority.

	FY 1986 Appropriation[1]	FY 1987 Appropriation	FY 1987 Revised Request	FY 1988 Request
	(in thousands)			
COMPENSATORY EDUCATION FOR THE DISADVANTAGED				
Basic grants for the disadvantaged (Proposed reauthorization)	—	—	—	$4,144,163
Basic grants for the disadvantaged (Chapter 1):				
Grants to local educational agencies	$3,002,400	$3,453,500	$3,463,500	—
State agency programs:				
Migrant	253,149	264,524	264,524	—
Handicapped	143,713	150,170	150,170	—
Neglected and delinquent	31,214	32,616	32,616	—
State administration	34,076	37,107	37,107	—
Evaluation and technical assistance	5,020	6,246	6,246	—
Total, Chapter 1	**3,529,572**	**3,944,163**	**3,944,163**	**4,144,163**
Migrant education:				
High-school equivalency program	6,029	6,300	—	—
College assistance migrant program	1,148	1,200	—	—
TOTAL, compensatory education programs	**3,536,749**	**3,951,663**	**3,944,163**	**4,144,163**
IMPACT AID				
Maintenance and operations:				
Payments for 'a' children	490,941	533,000	533,000	533,000
Payments for 'b' children	124,410	130,000	130,000	—
Special provisions (Section 2)	21,054	22,000	22,000	10,000
Disaster assistance	29,570[2]	10,000	10,000	—
Construction	16,747	22,500	5,000	5,000
TOTAL, impact aid	**682,722**	**717,500**	**700,000**	**548,000**
SPECIAL PROGRAMS				
Improving School Programs (Chapter 2):				
State block grants	478,403	500,000	500,000	500,000
Secretary's discretionary fund:				
Inexpensive book distribution	6,698	7,800	7,800	7,800[3]
Arts in education	3,157	3,337	3,337	3,337[3]
Alcohol and drug-abuse education	2,870	3,000	3,000	—
Law-related education	1,914	3,000	3,000	3,000[3]
Other discretionary programs	13,158	12,200	12,200	15,200
Total, Chapter 2	**506,200**	**529,337**	**529,337**	**529,337**
Drug-free schools and communities:				
State grants	—	161,046	161,046	82,800
National programs	—	38,954	38,954	17,200
Teacher training and improvement:				
State grants (proposed legislation)	—	—	—	84,000[4]
National programs (proposed legislation)	—	—	—	16,000[4]
Science and mathematics state grants	39,182	72,800	72,800	—
Programs of national significance	3,875	7,200	7,200	—
Territorial teacher training	1,914	2,000	—	—
Leadership in educational administration (LEAD)	7,176	7,177	—	—
Christa McAuliffe fellowships	—	2,000	—	—
Excellence in education	2,391	—	—	—
Magnet schools assistance	71,760	75,000	75,000	75,000
Women's educational equity	5,741	3,500	—	—
Training and advisory services	22,963	24,000	—	—
General assistance to the Virgin Islands	4,784	5,000	—	—
Ellender fellowships	1,627	1,700	—	—
Follow through	7,176	7,176	—	—
TOTAL, special programs	**674,789**	**936,890**	**884,337**	**784,337**
INDIAN EDUCATION				
Grants to local educational agencies and Indian-controlled schools	47,870	47,200	47,200	47,200
Special programs for Indian students	11,301	11,568	11,568	11,568
Special programs for Indian adults	2,797	3,000	3,000	3,000
Program Administration:				
Salaries and expenses	2,007	2,015	2,015	2,180
National advisory council	212	253	253	286
TOTAL, Indian education	**64,187[5]**	**64,036[5]**	**64,036**	**64,234**
BILINGUAL EDUCATION				
Bilingual education (Bilingual Education Act):				
Bilingual programs	91,010	99,161	99,161	99,161
Support services	10,151[6]	10,370	10,370	10,370
Training Grants	32,123	33,564	33,564	33,564
TOTAL, bilingual education	**133,284[7]**	**143,095**	**143,095**	**143,095**
IMMIGRANT AND REFUGEE EDUCATION				
Immigrant education	28,710[8]	30,000[8]	—	—
Refugee education	—	15,886[9]	—	—
TOTAL, immigrant and refugee education	**28,710**	**45,886**	**—**	**—**
EDUCATION FOR THE HANDICAPPED				
State grants:				
Grants to states	1,163,282	1,338,000	1,216,793	1,259,381
Preschool grants	28,710	180,000	78,900	85,500
Grants for infants and families	—	50,000	—	—
Special-purpose funds:				
Special populations:				
Deaf-blind projects	14,355	15,000	12,000	9,000
Severely handicapped projects	4,785	5,300	5,300	5,300
Early-childhood education	22,968	24,470	17,800	17,800
Secondary and transitional services	6,316	7,300	7,300	7,300
Postsecondary programs	5,264	5,900	5,900	5,900
Research and technology:				
Innovation and development	16,269	18,000	18,000	18,000
Media and captioning services	16,747	13,804[10]	13,804	13,804
Special-education technology	—	4,696[10]	4,696	4,696
Special studies	3,301[11]	3,800	3,800	3,800
Training and information:				
Special-education personnel development	91,248	87,730	91,248	80,000
Recruitment and information clearinghouses	1,062	1,200	1,200	1,200
Regional resources centers	6,029	6,700	6,700	6,700
TOTAL, education for the handicapped	**1,380,356**	**1,741,900**	**1,483,341**	**1,486,181**

	FY 1986 Appropriation[1]	FY 1987 Appropriation	FY 1987 Revised Request	FY 1988 Request
		(in thousands)		
REHABILITATION SERVICES AND HANDICAPPED RESEARCH				
Vocational rehabilitation state grants:				
State grants	1,145,148	1,277,797	1,182,842	1,226,607
Indian set-aside	—	3,303	1,480	1,535
Supported employment	—	22,100	—	—
Special purpose funds:				
Client assistance	6,412	7,100	7,100	7,100
Innovation and expansion	—[13]	—[12]	—	—
Service and demonstration projects:				
Special demonstration programs	27,924[14]	27,400[12]	27,400	27,400
Recreational programs	2,105	2,330	—	—
Migratory workers	957	1,058	1,058	1,058
American Indians	1,340	1,500	—	—
Projects with industry	14,547	16,070	16,070	16,070
Helen Keller Center	4,115	4,600	4,600	4,600
Independent living:				
Comprehensive services	10,527	11,830	11,830	11,830
Centers	22,011	24,320	24,320	24,320
Services for older blind people	4,785	5,290	5,290	5,290
Training	25,838	29,550	25,838	25,838
National Institute on Disability and Rehabilitation Research	42,108	48,500	48,500	48,500
Evaluation	1,923[15]	2,110	975	975
TOTAL, rehabilitation services and handicapped research	**1,309,761**	**1,484,758**	**1,357,303**	**1,401,123**
SPECIAL INSTITUTIONS FOR THE HANDICAPPED				
American Printing House for the Blind	5,273[16]	5,510[16]	5,510	5,510
National Technical Institute for the Deaf	30,624[16]	32,000[16]	32,000	33,000
Gallaudet University	59,334[16]	62,000[16]	62,000	63,000
TOTAL, special institutions for the handicapped	**95,231**	**99,510**	**99,510**	**101,510**
VOCATIONAL AND ADULT EDUCATION				
Vocational education:				
Basic grants:				
Basic state grants	737,363	802,610	419,468	—
Indian and Hawaiian natives set-aside	11,375	12,390	6,532	—
Community-based organizations	7,178	6,000	—	—
Consumer and homemaking education	30,273	31,633	—	—
State councils	6,986	7,500	7,000	—
National programs:				
Research	7,369	6,000	6,000	—
Demonstrations	—	1,500	—	—
Data systems	2,201	3,500	3,500	—
Bilingual vocational training	3,527[17]	3,686	—	—
Permanent appropriation:				
Basic grants	6,602	6,898	6,898	—
Indian and Hawaiian natives set-aside	102	107	107	—
Research	137	143	143	—
Adult education (AEA):				
Grants to states	97,579	105,981	105,981	128,000
Research, development, and evaluation	—	—	—	2,000
TOTAL, vocational and adult education	**910,892**	**987,948**	**555,629**	**130,000**
STUDENT FINANCIAL ASSISTANCE				
Pell grants:				
Academic year program	3,579,716[19]	3,800,000	3,862,000	2,710,000
Shortfall	—	100,000	325,000	—
Supplemental educational opportunity grants	394,762	412,500	—	—
Work-study	567,023	592,500	—	—
Income-contingent student loans	—	5,000	5,000	600,000[19]
Perkins loans:				
Federal capital contributions	181,830	188,000	—	—
Loan cancellations	26,796	22,000	22,000	26,000
State student incentive grants	72,732	76,000	—	—
TOTAL, student financial assistance	**4,822,859**	**5,196,000**	**4,214,000**	**3,336,000**
GUARANTEED STUDENT LOANS				
TOTAL, guaranteed student loans	**3,265,941**	**3,004,000**	**2,717,000**	**1,176,574**
HIGHER EDUCATION PROGRAMS				
Aid for institutional development	135,136	146,208	146,208	50,741
Program development	62,835	66,850	12,500	12,500
Academic facilities	32,000	23,000	23,000	22,500
Special grants	8,939	19,250	4,000	—
Aid for students	196,893	222,020	90,370	90,370
TOTAL, higher education	**435,803**	**477,128**	**276,078**	**176,111**
HOWARD UNIVERSITY				
TOTAL, Howard University	**157,168[20]**	**170,230[20]**	**170,230**	**170,230**
HIGHER EDUCATION FACILITIES LOANS AND INSURANCE				
TOTAL, higher education facilities loans and insurance	**17,991[21]**	**19,205[21]**	**19,205[21]**	**—[22]**
COLLEGE-HOUSING LOANS				
TOTAL, college-housing loans	**—[24]**	**—[23]**	**—[22]**	**—[22]**
EDUCATIONAL RESEARCH AND STATISTICS				
TOTAL, educational research and statistics	**57,399**	**63,578**	**63,575**	**70,231**
LIBRARIES				
Public libraries services:				
State grants	70,339	78,400	78,400	—
Indian and native Hawaiian set-aside	1,435	1,600	1,600	—
Public-library construction:				
State grants	21,102	22,050	—	—
Indian and native Hawaiian set-aside	431	450	—	—
Interlibrary cooperation:				
State grants	16,881	17,640	17,640	—
Indian and native Hawaiian set-aside	345	360	360	—
Library literacy programs	4,785	5,000	—	—
Training and demonstrations	957	1,000	—	—
Research libraries	5,742	6,000	—	—
TOTAL, libraries	**122,017**	**132,500**	**98,000**	**—**
SALARIES AND EXPENSES				
Program administration:				
Postsecondary education	71,795	77,184	77,184	92,350
Other education programs	55,076	65,442	65,442	64,437
Executive direction	89,283	92,066	92,066	97,617
Civil Rights	42,704[25]	43,000	43,000	42,975
Inspector General	14,654	16,378	16,378	18,621
TOTAL, salaries and expenses	**273,512**	**294,070**	**294,070**	**316,000**
TOTAL, EDUCATION DEPARTMENT	**17,939,011**	**19,529,897**	**17,053,475**	**14,049,789**

Action on Deficit May Determine E.D.'s Actual Share of Budget

By William Montague

WASHINGTON—As the Congress drafts the actual blueprint for federal spending in the fiscal year that begins on Oct. 1, the share devoted to education will depend largely on the future of the Gramm-Rudman-Hollings Act.

The 1985 law requires large cuts in the budget deficit each year until 1990, when revenues and spending are supposed to balance. But for two years running, the Congress and the Administration have not met the reduction targets—a trend that many analysts expect to continue this year.

"The President's budget will never meet the country's Gramm-Rudman deficit targets," predicted Gary Bass, head of O.M.B. Watch, a public-interest group that monitors the Office of Management and Budget.

Last year, the law called for a deficit not to exceed $144 billion. Technically, the 1987 budget adopted by the Congress complied with the law, but only by using a loophole in the act that allows actual spending to exceed the target by $10 billion.

In the end, however, the painful cuts and creative accounting required to comply with the law went for naught, as disappointing economic growth lowered tax revenues and increased expenditures, resulting in a deficit of about $173 billion.

Despite the Congress's intentions in passing Gramm-Rudman-Hollings, the measure includes no penalty for such miscalculations.

Although cuts made in the past two years have put the deficit on a downward path, additional program cuts will be required for fiscal 1988 to meet the legal target. President Reagan has ruled out a tax increase, and, while Congressional leaders have floated a few trial balloons, they show no sign that they are willing to defy his veto threat.

Using a combination of deep cuts, asset sales, and some creative bookkeeping—what Senator Lawton Chiles of Florida called "a little flim-flam"—the Administration produced a budget that meets next year's target of $108 billion, at least on paper.

With the Administration's position now on record, the pressure has shifted to Congressional leaders, who say they want to soften the blow while devising a budget that still pares the deficit to the required level.

But stripped of its mechanism for automatic cuts, the law's ability to discipline spending is now in doubt. Already, Democratic leaders, such as Representative William H. Gray of Pennsylvania, chairman of the House Budget Committee, are dropping hints that the deficit ceiling is unrealistic and should be raised.

Senator Warren Rudman, Republican of New Hampshire and one of the act's three sponsors, has said he would not object if the law's official targets were unofficially overlooked.

"If you miss the target by some amount of money, but you have a deficit plan which is steeply downward, then you are accomplishing the purpose of this statute," he said at Senate budget hearings last week. "I would be satisfied with that."

What does all this mean for education?

According to Susan Frost, executive director of the Committee for Education Funding, the outcome of the debate will determine whether spending is increased or frozen.

Last year, at a time of general austerity, education was singled out in both the House and Senate for significant increases, Ms. Frost and other lobbyists noted. Concerns about trade and competitiveness have only grown since then, the lobbyists say, and the Democrats now control the Senate, making cuts unlikely this year.

But if the deficit targets are not relaxed, a freeze may be the best that can be achieved, even for popular programs.

"I think the Democrats have made it clear that education is now a national priority item," Ms. Frost said. "But the size of the deficit, and the pressure to bring it down, will decide what that means in dollar figures."

Footnotes to Budget Chart

[1] After the 4.3 percent across-the-board cut under the Gramm-Rudman-Hollings law.
[2] Includes $20,000 thousand contained in Public Law 99-349, the Urgent Supplemental Appropriations Act, 1986.
[3] Preliminary estimates.
[4] Replaces Science and Mathematics Education, Territorial Teacher Training, and Leadership in Educational Administration.
[5] The appropriation for this program is contained in the Interior bill.
[6] Does not reflect a reduction of $160 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount had to be placed in reserve, it could not be obligated and lapsed.
[7] Adjusted for comparability. Bilingual Vocational Training is shown under the Vocational Education account.
[8] Funds for this program were appropriated under the Bilingual Education account.
[9] Funds for this program were appropriated under the Department of Health and Human Services, and subsequently transferred to the Education Department by Public Law 99-605, November 6, 1986.
[10] Reflects a proposed reprogramming of $1,196 thousand from Media and Captioning Services to Special Education Technology.
[11] Does not reflect a reduction of $212 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount had to be placed in reserve, it could not be obligated and lapsed.
[12] Reflects a proposed reprogramming of $9,000 thousand from Innovation and Expansion to Special Demonstration Projects.
[13] Reflects transfer of $6,613 thousand to Special Demonstration Programs pursuant to Public Law 99-349, the Urgent Supplemental Appropriations Act, 1986.
[14] Includes $6,613 thousand transferred from Innovation and Expansion pursuant to Public Law 99-349, the Urgent Supplemental Appropriations Act, 1986.
[15] Does not reflect a reduction of $200 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount had to be placed in reserve, it could not be obligated and lapsed.
[16] This program was appropriated as one of the accounts under Special Institutions.
[17] Appropriated under the Bilingual Education account.
[18] Includes $148,000 thousand contained in Public Law 99-349, the Urgent Supplemental Appropriations Act, 1986.
[19] Supplemented with federal collections as follows: 1988—$70,000 thousand; 1989—$77,750 thousand; 1990—$78,275 thousand; 1991—$79,192 thousand; 1992—$80,109 thousand (reflecting distribution of prior year collections).
[20] This program was appropriated as one of the accounts under Special Institutions.
[21] No loan authority.
[22] No loan authority. All operating costs paid from offsetting collections.
[23] Loan authority $60,000 thousand; all operating costs paid from offsetting collections.
[24] Loan authority $57,420 thousand; all operating costs paid from offsetting collections.
[25] Does not reflect a reduction of $945 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount had to be placed in reserve, it could not be obligated and lapsed.

SOURCE: U.S. Education Department

Reagan Seeks $14 Billion for Education, Zero for Voc.-Ed. Programs

Continued from Page 1

the Gramm-Rudman-Hollings Act, the federal law that requires steep spending cuts to reduce the national deficit over the next three years.

"Under different circumstances," Secretary of Education William J. Bennett told reporters at a press conference last week, "I would be standing before you with a different budget."

The fiscal 1988 request is the first of the Administration's budget plans to exceed $1 trillion dollars—$1.02 trillion, to be exact, with $7.6 billion of that going to elementary and secondary education.

Following a pattern of recent years, Democratic leaders in Congress quickly condemned the proposal and said they would begin drafting a budget that would at least maintain, if not raise, the existing level of education funding.

The Administration's budget would freeze at existing levels funding for Chapter 2 block grants, bilingual education, and magnet-school aid. Special-education funding would be cut by some $300 million, rolling back part of the large increases for those programs granted by the Congress last year.

Impact aid for communities near federal installations would also be cut deeply, and the $200 million allocated by Congress last year for the department's drug-prevention efforts would be halved.

And, as in past budget requests, the Administration also proposes to eliminate a number of initiatives, including aid for public libraries, immigrant and refugee education, and grants to states to help improve training programs for mathematics and science teachers.

The Environmental Protection Agency would end its $47-million program that distributes grants and loans to school districts faced with asbestos hazards in school buildings.

A plan to revamp the department's teacher-training programs, recycled from last year's budget request, would cut funding and use the remaining money to promote reforms in teaching.

In other measures previously proposed—and rejected by the Congress—the Administration seeks to terminate a number of smaller initiatives, including Congressional scholarships for prospective teachers and the Christa McAuliffe fellowships.

Of the seven federal scholarship and fellowship programs administered by the Education Department, only one would survive—the Robert C. Byrd Honors Scholarship, which would continue at its current funding level. Last year, the Administration had suggested axing this program as well.

Senator Byrd, Democrat of West Virginia, is the new Senate majority leader.

Tough, Lean

Overall, the Education Department would receive about $14 billion in new funding—also known as budget authority. Outlays, the amount actually spent during the year, would be slightly higher—at $14.7 billion—because of funding increases granted in previous years.

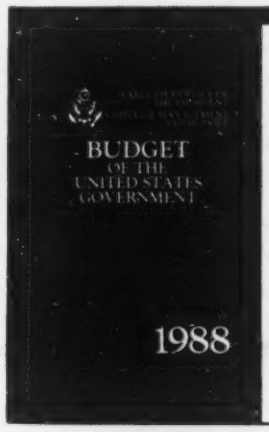
The Administration is also requesting that the Congress cut $2.5 billion from the funding already appropriated for the current fiscal year. Such recisions would claim about $432 million of this year's vocational-education budget and $416 million from special education.

The department's request for fiscal 1988, which begins on Oct. 1, represents a 28 percent reduction from the amount appropriated by the Congress for the current year. When the effects of inflation are factored in, the real loss of spending power is even larger. Elementary- and secondary-education funding would decline by 14 percent in fiscal 1988, mainly because of the reductions in vocational education, impact aid, and special education.

The decline in actual spending would be less severe next year than in 1989 because money for most of the department's programs is appropriated a year in advance. When adjusted for inflation, spending would decline by a little less than 3 percent, according to figures from the U.S. Office of Management and Budget.

"Make no mistake: This is a tough, lean budget," Mr. Bennett said last week.

"Too lean," was the overwhelming response from Congressional leaders and education lobbyists, who blasted the Administration for resurrecting proposals that the Congress has repeatedly rebuffed in the past.



"In these tough economic times, how can budget planners target for elimination a program that has economic development as its purpose?"

—Charles Buzzell, American Vocational Association

The proposed budget is $1.2 billion less than what the President suggested for fiscal 1987—an amount rejected by both the House and Senate as inadequate.

According to the Committee on Education Funding, a coalition of education interest groups, the Administration's budget would roll federal education spending back to a point about $400 million below 1980 levels.

The Administration's request "makes a mockery of the education-reform movement," Mary Hatwood Futrell, president of the National Education Association, said in a prepared statement. A similar message from Albert Shanker, president of the American Federation of Teachers, slammed the proposals as "another shortsighted attempt to substitute pious exhortations for a sensible role in education."

Michael Casserly, executive director of the Council of Great City Schools, called the budget request "an inadequate and unconvincing response to the needs of American education."

Expressing what has become a routine prediction for several years now, key Congressional Democrats warned that President Reagan's request was already "dead on arrival."

"It looks like this budget does not have a future, because it does not pose a future for the country," said Senator Lawton Chiles, the Democrat of Florida who is chairmen of the Senate Budget Committee.

Echoing a commonly heard theme on Capitol Hill, Senator Chiles, who also is chairman of the Senate appropriations subcommittee with jurisdiction over education, expressed concern that the proposed cuts would cripple efforts to improve productivity and economic growth.

Citing the links between education and the economy, Mr. Chiles has said he intends to make the education budget one of the committee's early priorities. Secretary Bennett will be one of the first Cabinet officials to face the panel when he testifies at hearings this week.

Deficit Realities

Although more circumspect, Congressional Republicans—now the minority in the Senate as well as in the House—have also indicated that they cannot accept many of the proposed cuts.

"Now I do not want to imply that all or even most of the President's proposals for spending cuts are acceptable without significant modification," Senator Pete Domenici, Republican of Arizona, said.

But Mr. Domenici, the committee's ranking minority member, praised the Administration for reaching the ambitious deficit target set by Gramm-Rudman-Hollings. Under the law, the deficit in fiscal 1988 cannot exceed $108 billion, down from approximately $173 billion this year.

To reach that figure, while providing for a 3 percent real increase in the defense budget, the Administration had to seek deep cuts in nearly all of what are called the government's domestic "discretionary" programs.

A large chunk of federal spending cannot be changed at all—14 percent of the entire budget, for instance, must go to pay the interest on the national debt—and there is a bipartisan agreement not to touch many large benefits programs, such as Social Security.

Such restrictions, Administration officials point out, make it impossible to spare the remaining programs, such as education. While the Education Department consumes slightly less than 3 percent of federal spending for non-defense programs, it would account for slightly more than 12 percent of the $19 billion in spending cuts that the Administration is requesting for next year.

In yet another rerun of previous controversies, Congressional critics have charged that the Administration is attempting to mask the true size of next year's deficit by manipulating its budget projections and adopting some unrealistic assumptions about economic growth.

"We all know that if your starting line is false, you will not make your Gramm-Rudman target," said Democratic Representative William H. Gray, the chairman of the House Budget Committee. "This is not a realistic starting point."

Critics have focused primarily on the Administration's assertion that tax receipts will grow by some $74 billion next year, despite the short-range impact of the new federal tax-reform law, and on the fact that the requested 3 percent rise in defense spending is not counted as an increase by the Administration for the purpose of calculating next year's deficit.

'Zeroing Out' Voc. Ed.

One of the more surprising features of the Administration's education budget plan was the decision to eliminate all federal funding for vocational education—a proposal known in budget slang as "zeroing out."

Secretary Bennett and other top Education Department officials have made little secret of their disdain for the program, which they claim produces a small benefit for the money spent.

"What it really does is subsidize a bureaucracy of vocational-education instructors and organizations," a senior department official said at a background briefing last week.

Citing a desire to smooth the transition, the Administration proposes to achieve its goal by rescinding slightly less than half of the funds from the current year's budget and the rest from fiscal 1988.

While the vocational-education community had anticipated deep cuts—along the lines of last year's 50 percent reduction—they were taken unaware by the termination request.

And they were predictably outraged. "In these tough economic times, how can budget planners target for elimination a program that has economic development as its purpose?" asked Charles Buzzell, executive director of the American Vocational Association.

Other observers also expressed surprise that the Administration would again direct its efforts at a program that enjoys such broad Congressional support.

"Our job is not to present a budget based on what we believe Congress will do," countered one of Mr. Bennett's top aides.

Department officials said they would have preferred to save the vocational funds earmarked for disadvantaged students, as last year's budget proposal would have done. But deficit pressures, they said, made that impossible.

The decision to cut those funds was made very late in the budget process, and sources hinted that the reduction was the price paid to avoid the even deeper cuts in college aid that had been demanded by the Office of Management and Budget.

Although James C.Miller 3rd, the O.M.B. director, refused to confirm or deny those reports at a press conference last week, he acknowledged that the higher-education cuts were the subject of some discussion.

The reductions sought in aid to college students are even larger this year than last and include a sizable reduction in Pell Grants; lower interest subsidies on Direct and Guaranteed Student Loans; and the elimination of supplemental grants, work-study assistance, and the Carl D. Perkins loans for prospective teachers. *(See accompanying story on page 1.)*

Some of the lost money would be used to expand the number of income-contingent loans, which offer repayment terms that are linked to the post-graduation salaries of borrowers. The Congress approved a small test of the program last year.

Chapter 1

Secretary Bennett and other department officials said the cuts in higher education reflect the relatively higher priority of elementary and secondary education in a time of overall budget austerity.

But a number of education advocates said they were not satisfied by the department's plans for its largest single non-collegiate effort—the Chapter 1 compensatory-education program.

The Administration has proposed a $200 million increase in the $3.9 billion program, which subsidizes compensatory services for poor and disadvantaged students.

"After you count inflation, [the increase] does not go a substantial distance toward aiding eligible, but as yet unserved, children," said Michael Resnick, legislative counsel of the National School Boards Association.

Desegregation aid would remain level at $6.2 million, as would services for handicapped, neglected, and delinquent children that are administered by state agencies, a department budget official said. Administrative funding to those agencies would also remain the same.

Migrant education aid, however, may be affected by a proposed change in the program's eligibility formula that would lower funding for children who do not move frequently.

And the department again wants to eliminate two smaller programs that help migrant adults obtain high-school equivalency diplomas and attend college.

Other budget specifics include:

- Slightly more than $1.2 billion for vocational-rehabilitation services. Department officials say that a proposed recision in this year's appropriation, followed by a small raise next year, would allow the program to cover inflation and other increased costs.
- Bilingual education funding of $143 million, the same total as this year. Department officials have said they intend to renew efforts to lift an existing 4 percent cap on funding for alternative methods of instruction, such as English immersion.
- A $24-million rise in the adult-education budget to pay for increased literacy outreach efforts. For the first time in a decade, the department would finance research and development activities in this area.
- Cuts of $94.5 million in special-education grants for preschool services. The Congress increased funding for the program more than sixfold last year.
- A $6.6-million increase for educational research. The bulk of the increase would go to the Center for Education Statistics. Congress rejected a similar request last year.

Reagan Seeks Budget Increase For Youth-Training Programs

William Montague

WASHINGTON—At the same time that Reagan Administration officials are proposing to cut all funding for vocational education, the Labor Department is seeking a major increase in its youth-employment and training programs.

In its budget request for fiscal 1988, the department is asking for an $800-million funding increase for a program that would replace the existing summer-jobs effort, which subsidizes public-service work for low-income youths.

The new program, under a proposed amendment to the Job Training Partnership Act, would give states the option of providing year-round education, training, and personal support to youths from welfare families.

The J.T.P.A., enacted in 1982, now contains two programs that primarily benefit students and other young people. About $684 million will be spent this year on the summer-jobs program, and half of all funding under J.T.P.A. Title IIA—some $1.8 million in fiscal 1986—is earmarked for 16- to 21-year-olds.

The new program "would better target resources to young people most in need of training and employment assistance," the budget document says.

Donald Mathis, director of the National Youth Employment Coalition, said the plan "looks interesting, but we'd like to see the specifics."

He noted that actual spending for the program would be modest next year—about $22 million, according to the department—while outlays for the existing summer-jobs effort would be cut by nearly $39 million.

The amount requested for the new program is a little less than the $880 million that the Administration wishes to cut from vocational education—a fact that has not been lost on youth advocates.

"If they are moving the funding from vocational education to [the Labor Department], then it's just not correct to call it new money," Mr. Mathis said. "The populations that may gain from the new initiative will lose from the voc-ed cuts."

The Administration has also made the following proposals related to education:

• **Child nutrition.** The Administration proposes to save $826 million in fiscal 1988 by tightening eligibility. The number of students receiving subsidized meals would drop from 26.7 million to 14.7 million.

The special milk program would be cut from $14.9 million this year to $2.2 million in 1988.

• **Asbestos program.** The Administration wants to cut the $47 million appropriated for fiscal 1987 and eliminate the program next year. Instead, the Environmental Protection Agency would spend $2.8 million on training and technical assistance and on a new program to certify asbestos-abatement contractors.

• **Bureau of Indian Affairs.** The bureau, which educates about 10 percent of all Indian children, has announced plans to turn its schools over to tribes or to public-school systems. "Localizing" the bureau's 181 schools would yield minimal savings in the short term, because the government would be paying contractors to operate them, officials said.

The B.I.A.'s proposed budget of $236 million for education represents a $5.1-million cut from the projected level for current services.

• **Head Start.** The Health and Human Services Department would increase funding by $20 million, to about $1.15 billion. The department wants to combine the budgets of about 30 social-service programs, including Head Start, to provide "flexibility," a spokesman said.

• **The National Science Foundation.** Funding for the foundation would increase by about $270 million. The Administration has proposed to double the foundation's budget by 1992.

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Bennett Outlines Plan for Chapter 1 Reauthorization

By James Crawford

WASHINGTON—Education Department officials, in proposing a $4.1-billion Chapter 1 budget for fiscal 1988, last week gave a brief preview of the Reagan Administration's plans for reauthorizing the compensatory-education program.

With House members already moving to reauthorize the Education Consolidation and Improvement Act, which expires on Sept. 30, the department is hoping to send its legislative proposal to Capitol Hill by the middle of next month. *(See related story, page 23.)*

Secretary of Education William J. Bennett said the bill's goals would be "to increase [Chapter 1's] effectiveness by strengthening state and local accountability for achieving results; providing incentives for successful programs; targeting funds on children and schools in greatest need; encouraging innovation and effective practices; and furthering parental involvement."

But Mr. Bennett, speaking at a press briefing on the budget, made no mention of the plan's most controversial component: vouchers—or, in the department's new terminology, "compensatory-education certificates"—which would be redeemable at either public or private schools.

Aides to the Secretary, insisting that they have no plans for "voucherizing Chapter 1," have tried to downplay the voucher provision's importance. In the last Congress, both Democrats and Republicans gave Mr. Bennett's voucher proposal a hostile reception. A major concern was the measure's potential to undermine financial support for public education.

Unlike that bill, which would have given the voucher option to any parent of a Chapter-1-eligible child, the new proposal would restrict the plan to consenting school districts. Local officials could use vouchers as a way of providing more effective or equitable services than district-run classes for disadvantaged children.

In practice, department officials see vouchers as a solution to the administrative and logistical problems in serving religious-school students that were created by the Supreme Court's decision in *Aguilar* v. *Felton*. In the 1985 ruling, the Court said it was an unconstitutional entanglement of church and state to use public-school teachers to provide Chapter 1 services on religious-school grounds.

The bill will propose that districts receive federal subsidies to help cope with *Felton*—largely in the form of experimental voucher plans. The money would come from a 1 percent "set aside" fund—about $40 million—for "nationally significant demonstration and recognition programs," said Daniel Schecter, executive assistant to Bruce M. Carnes, deputy undersecretary for planning, budget, and evaluation.

Also, state education agencies could finance voucher programs, where appropriate, out of their administrative allocations, Mr. Schecter said.

Even in modified form, however, the voucher proposal is expected to generate controversy, Capitol Hill observers say. Democratic leaders of House and Senate education committees have expressed skepticism about the concept in any form, as have most education interest groups.

Skepticism Expressed

"This [bill] smells and walks like a voucher," said Michael Resnick, associate executive director of the National School Boards Association. "Chances are that we will find it anathema to public education, just as we have with their previous proposals."

Moreover, the administrative burden of a voucher system would be a "nightmare" for state and local officials, Mr. Resnick said.

Other objections are foreseen from advocacy groups who regard as unconstitutional the direct payment of tax funds to church-supported schools. Americans United for Separation of Church and State, which has initiated other *Felton*-related litigation, plans to sue if the Administration's bill became law, said Joseph Conn, a spokesman for the group.

Other Features

Recently released Education Department documents provide an outline of other features in the draft bill. They include:

- **Incentives for effective programs.** Another 1 percent set-aside fund would be available to state education agencies "for rewarding success" at the local level. States could use grants to replicate effective approaches or allow "highly successful programs" to spend Chapter 1 money on "schoolwide improvement projects."
- **Better targeting of services.** While the program is intended to focus on educationally and economically disadvantaged children, about 90 percent of the nation's school districts now receive Chapter 1 funds and have considerable discretion in distributing them. As a result, Mr. Schecter said, "the money tends to get spread very thinly . . . and the effects are dissipated."
- **Accountability of school districts.** Echoing a recent recommendation by the National Governors' Association on "takeover of educationally bankrupt programs," state education departments would be required to monitor the effectiveness of districts' Chapter 1 programs, as well as their equity in serving private-school students. Where appropriate, state officials would be expected to take corrective action.
- **Parental involvement.** "Use of the compensatory-education-certificate option," the department says, would involve parents in their children's education by giving them a choice among remedial programs. Also, the 1 percent set-aside fund for "program innovation" would support demonstration projects in expanding parental involvement.

Board Role Is Under Fire in Boston, New York

Continued from Page 1

president of the board of education, said recently that the role and structure of the city's 16-year-old system of decentralized governance, in which 32 community school boards control its 802 elementary and middle schools, should be re-examined.

"The system isn't working, and the reason it isn't working is that the stakes that have become the focus for most of the boards are the jobs involved, not what is happening with the schools and the kids," he told *The New York Times*.

At the center of the two disputes is an issue that has attracted increasing attention in recent months: What balance should school boards strike—both at the state and local levels—between setting long-range education policies and overseeing administrative functions?

The role of school boards in the current school-improvement debate has only recently become the subject of intensive examination, and in two studies, board members have indicated that they feel they have been "left out" of what they see as their natural role as initiators of reform.

The situations in New York and Boston are complicated by the fact that they are, according to the National School Boards Association, among the 5 percent of school districts nationwide that are not fiscally independent from their municipal governments. Thus, city officials retain some oversight powers over the districts' operation, and education can be a major factor in citywide elections.

Arguing that their boards should be "depoliticized," both Mr. Wagner and Mr. McCormack have suggested that board members be appointed, rather than elected.

"That's laughable," responded Thomas E. Shannon, executive director of the school boards' association. "They want to hog all the power for themselves. They are the ultimate political machines."

In both cities, charges have been leveled that the elected boards spend too much time making patronage appointments and tending to administrative details, and not enough concentrating on education policy.

Mr. Wagner favors removing the power to hire and dismiss principals and other administrators from the community boards, although this change and other proposals would have to receive legislative approval.

Dennis R. Coleman, a community-board member in the Bronx and the secretary of the New York City School Boards Association, acknowledged that politics sometimes colors personnel decisions and that the boards sometimes become too mired in administrative matters. But, he countered, the same charges could be leveled at the appointed central board.

"The one bright light in our educational structure," he said, "has been the success of the decentralized school districts in improving reading and math scores." By contrast, he said, the high-schools division, which remains under the direction of the central board, was recently labeled by a citizens' budget commission as the city's most inefficiently run department.

"The entire proposal has been an attempt to hide the failures of the central board," he said. "Mr. Wagner is using his position . . . to become a candidate for mayor."

Mr. Wagner was unavailable for a response last week.

The charges and countercharges being traded in Boston and New York obscure a more substantive debate that mirrors the national discussion on how to ensure a positive role for school boards in reform efforts.

In a study of school-board effectiveness, "School Boards: Strengthening Grassroots Leadership," the Institute for Educational Leadership suggests that the most effective boards are those that concentrate on their policy-making and oversight roles, and "avoid getting bogged down in minutia and administrative duties." *(See Education Week, Nov. 12, 1986.)*

Similar observations have been made about the role of state boards. A draft of a report scheduled for release this month by the National Association of State Boards of Education notes: "Many boards currently find that the bulk of their meetings are taken up by 'administrative' and other nonessential matters, leaving relatively little time for important policy deliberations."

"The best way to alter that," the report's authors suggest, "is to 'crowd out' the less important items by scheduling the bulk of time for strategic planning, policy review, and assessment."

In his petition to hold hearings on the Boston School Committee, Mr. McCormack charged that the committee has chosen to focus its energies on personnel and management "while neglecting important and pressing issues of educational policy."

"What McCormack is saying is that we're spending too much money to not educate kids, and, therefore, it's the school committee's fault," Joseph Caspar, a committee member, said.

"In fact," he continued, "the system and the Boston political community have been guilty over the years of not being truly open about the fact that kids were not getting an education." Only since the committee was expanded in 1983, he said, has a serious effort been made to address the problems faced by the Boston schools.

In the meantime, Joe Serrano, chairman of the education committee of the New York State Assembly, last week said he is readying a bill that would, among other changes, prohibit board of education employees from serving on the community boards.

"The accusations running around," he said, "and that I believe are true, are that you have people working in one district that serve on another district board, and they're trading favors."

Under a separate bill proposed by state Senator John Marchi, a special state commission would evaluate the entire community-board system.

In Boston, hearings on the committee's structure and role are tentatively scheduled for next month. Among other issues, the Boston City Council will examine whether to decrease the number of school-committee members to between 5 and 9, and whether they should be appointed or elected at large. Currently, 9 of the 13 panel members represent districts of varying sizes, and four are elected at large.

Any changes would have to be approved by both a two-thirds majority of the state legislature and the governor, or by simple majority vote on a local ballot referendum.

N.Y.C. Votes Spec. Ed. Changes

By Debra Viadero

In a controversial reshuffling of power, the New York City Board of Education has voted to decentralize special-education services for approximately 70,000 handicapped children across the city.

The new system takes effect in September.

Under the plan, adopted by the board on Dec. 17, the city's 32 smaller community school districts and their 1,000 principals would assume control of special-education services for all mildly and moderately handicapped elementary- and middle-school students. Services for those children and 30,000 other students designated as severely handicapped are now administered by one central agency, the division of special education.

"It's the first step in having those kids be thought of as more alike than different," said Edward Sermier, director of the division.

School officials said the new hierarchy would help to better serve handicapped children—partly because special educators will be able to work more closely with their administrators, and an in-house monitoring system operated from the central division will be established.

But New York's largest teachers' union, the United Federation of Teachers, has vigorously opposed the decentralization, expressing concern that money for special education would be diverted to regular education under the plan.

"We think it also leaves a wide-open possibility for patronage," said Neil Rosenfeld, a spokesman for the 91,000-member union.

Advocates for Children Inc., a longtime critic of the city's special-education services, has also opposed the plan. Jane M. Stern, the group's executive director, said the reorganization would jeopardize the improvements slowly coming about in an already poor delivery system for handicapped services.

"Mainstreaming and least-restrictive-environment opportunities for children will not take place magically through decentralization," she said in a hearing before the board.

The action on special education comes at a time when the New York City board's president, Robert F. Wagner Jr., is calling for shifts in authority and other changes that would restructure the hierarchy of the nation's largest school system. *(See related story on page 1.)*

But, according to Mr. Sermier, school officials began experimenting with local control of special-education services five years ago with pilot programs in several schools. Three years ago, the board voted to decentralize services for 20,000 mildly handicapped students in city high schools.

"This completes the process," Mr. Sermier said of the most recent reorganization.

Opponents of the restructuring have contended that the pilot projects never yielded the concrete results that would have merited implementing them throughout the system. But Mr. Sermier said that, although the programs showed "no hard quantitative" results, there were "qualitative factors which led us to believe that this was the only sensible thing to do."

The reorganization will also mean that control of the division's $500-million budget for handicapped services will be shared with the community school districts, Mr. Sermier said, adding that the overall level of funding for special education would remain the same.